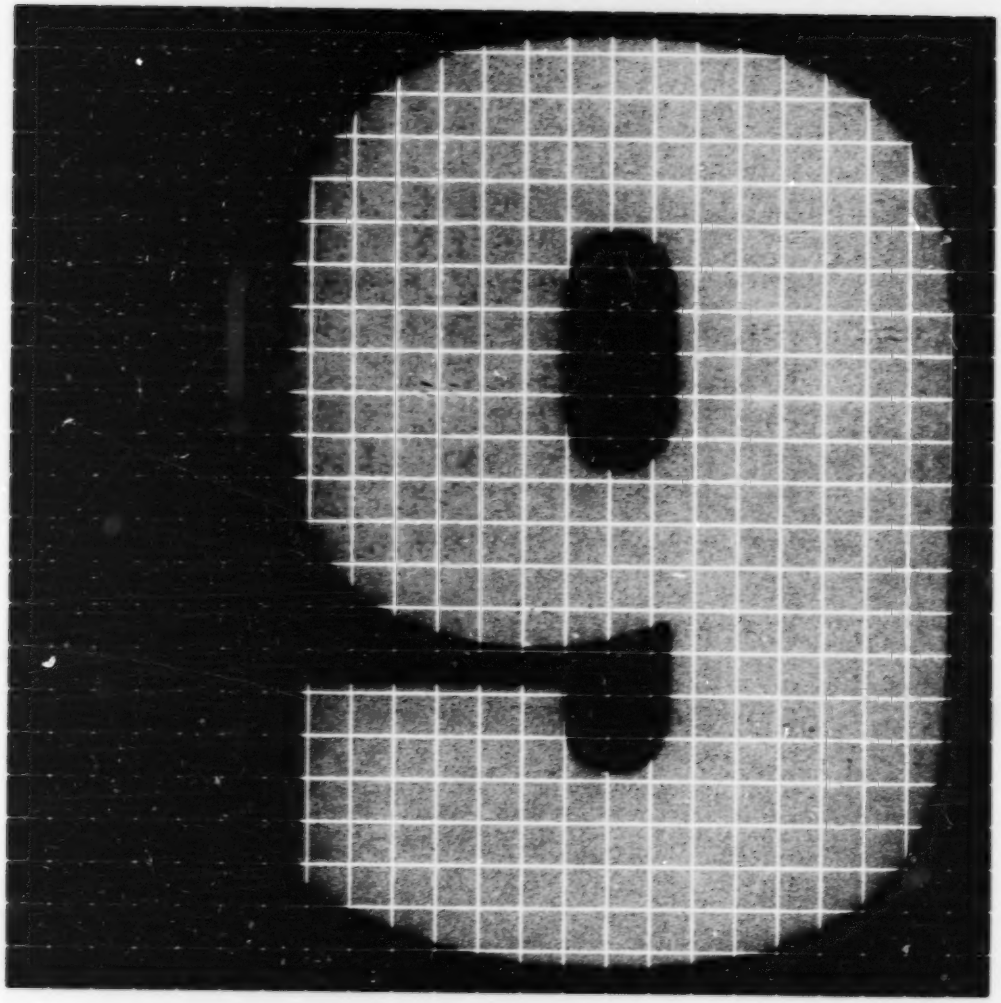
Blueprint for Waste Management in Ontario

Appendix 9

Terms of Reference for a Waste Management Master Plan



Ontario

Ministry of the Environment

Hon. Keith C. Norton, Q.C., Minister

Gérard J. M. Raymond Deputy Minister

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This is one of 11 appendices to the Blueprint for Waste Management. A complete list is presented on the inside of the back cover.

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APPENDIX 9
TERMS OF REFERENCE FOR A WASTE MANAGEMENT MASTER PLAN

The Blueprint emphasizes the need for comprehensive, long range, waste management planning on an area basis. This Appendix outlines a variety of matters that must be addressed to achieve effective area waste management planning. It suggests a greater role for public participation in the development of the master plan and the coordination of this plan with other land-use planning. General terms of reference for planning studies are proposed, although for a particular study they would have to be tailored to fit local needs. These concepts are suggested for discussion and comments are welcome.

This paper contains recycled fibre.

APPENDIX 9

TERMS OF REFERENCE FOR A WASTE MANAGEMENT MASTER PLAN

INTRODUCTION

This Appendix outlines the direction which might be taken as area planning studies, now termed "Waste Management Master Plans", are reviewed in the context of the Blueprint.

The objective of these studies is to provide comprehensive, long term, waste management plans which will identify the most economic and environmentally sound systems for the handling, transportation, processing and disposal of solid waste generated within the area of study. The studies examine waste reduction, source separation and material and energy recovery as integral parts of the waste management strategy.

The Ministry of the Environment has encouraged and assisted in the funding of area studies for municipal waste management for almost ten years. These terms of reference suggest a comprehensive review of all waste management options, integration with other plans and more effective public participation throughout the study period. Through this review, area studies form the rationale for subsequent environmental assessment studies on specific undertakings.

It is stressed that this is a discussion paper and final decisions will not be made until the views of those interested have been considered.

CURRENT PROGRAM

Current procedures for area studies begin with a formal request from municipalities for financial assistance. Financial assistance up to a maximum of 50% of the total cost of the study is presently being provided to regional municipalities, counties or several municipalities which agree to undertake a joint waste management planning study. Upon acceptance, a steering committee chaired by one of the sponsoring municipalities and including

both provincial and municipal representatives is established. Terms of reference for the study are developed by the steering committee and a consultant selected, subject to the approval of the sponsoring councils.

The steering committee continues to monitor and direct the study as required.

At the present time, some requirements for public participation are included in the terms of reference.

SUGGESTED TERMS OF REFERENCE FOR THE PREPARATION OF A WASTE MANAGEMENT MASTER PLAN

In keeping with proposals outlined in the Blueprint, the following proposed general terms of reference for the development of waste management master plans are outlined for consideration and comment.

Terms of reference for specific studies will necessarily differ to satisfy local needs identified by the study area municipalities and through the public participation process. Terms of reference should be subject to public review and comment prior to finalization.

STUDY GOAL

To develop a plan for the management of waste in the study area that is the best option from economic, financial, social, technical, land-use planning and environmental perspectives.

SCOPE OF THE STUDY

The master plan shall address the needs of the study area for at least a 20 year period.

The wastes to be subject to study are primarily domestic and commercial solid wastes. The generation of industrial and other wastes and their effect on the system shall be reviewed. The other wastes include sewage and water treatment plant sludges, liquid industrial, solid industrial, hazardous, pathological, construction and inert wastes.

The study should comprise the following activities:

a) A review of the financial and administrative procedures and the identification of all costs, public and private, associated with the collection, transportation, treatment and disposal of the subject wastes

b) Development and assessment of options from economic, financial, social, technical, land-use planning and environmental perspectives leading to the recommendation of a preferred option

c) Evaluation of the effect of waste reduction, reuse, recycling, and recovery on all options studied

d) The effect of importing waste from outside the municipality or exporting waste from the municipality on the options being considered

e) Development and implementation of a public awareness and consultation program to ensure the public has the opportunity for input into the study process during each stage of the work program

f) Ensuring that the documentation relating to the options considered and the selected system of solid waste management is appropriate for the development of an environmental assessment document for subsequent specific undertakings

g) Establishment of an implementation program for the selected option

h) Consideration of any other specifics which the municipalities or the public may wish addressed, e.g. seasonal fluctuations in the waste generation rate, and

i) Provision for ongoing public consultation, and review and plan updating at least every five years

PUBLIC PARTICIPATION

A strong public participation in the study is required. Comment on how best to achieve this is welcome.

If the public is involved from the outset in a genuine effort to both inform and hear concerns and options, the final plan will be of higher quality and more acceptable to the communities.

The formation of a public liaison committee for each study is suggested. This would be composed of municipal staff, Ministry staff, and representatives of local public interest groups. The committee would provide a forum for the exchange of information and opinions and would assist with planning and organizing the more formal public sessions necessary to exchange information with all interested local citizens. It is suggested that the lead municipality chair the liaison committee and provide the necessary administrative services.

If response to the Blueprint indicates support for this concept, the Ministry could work with municipal associations and public interest groups in developing guidelines and procedures for liaison committees.

WORK PROGRAM

The Master Plan would be prepared as follows:

Stage 1 - Data Collection and Terrain Evaluation

This stage of the study is intended to document known data as the basis for undertaking the subsequent stages of the study. The need for public participation in collecting such facts and figures is likely minimal; however, a public participation program should be in place at this stage to publicize the study and to encourage public input throughout its duration. The data generated should be made available to the public for comment.

The work suggested for Stage 1 is outlined as follows:

a) Establish a public participation program for the study. Co-

ordination of the public participation program could be achieved by the formation of a committee with public and municipal representation, as discussed above. This committee could liaise with the steering committee and records of submissions from the public should be maintained.

b) Collect and organize data concerning the types and quantities of waste, sources of generation and quantities of privately, commercially and municipally collected solid waste. An assessment of the accuracy of these data is required.

c) Document methods currently used in the study area for collection, transportation, transfer, treatment and disposal of the waste identified above, plus other waste such as sewage and water treatment plant sludges, liquid industrial, solid industrial, hazardous, pathological, construction and inert wastes.

d) Collect and report current costs of collection, transportation, transfer, treatment and disposal of commercially and municipally collected solid waste.

e) Assess existing waste disposal facilities in terms of their remaining capacity, potential for expansion and environmental effects.

f) Prepare a terrain evaluation of the study area outlining potential areas for landfilling sites. Potential locations for other waste management facilities should also be identified. This will include a review of regional and local planning documents and any additional criteria which may be developed by the steering committee, with input from the municipalities, industry, and the public. Site specific investigations would not be required at this time.

g) Review existing waste generation rates and estimate future waste generation changes.

The completion of the Stage 1 work should result in a report identifying the present system of waste management in the study area, including types of waste, costs, existing and future site capabilities, and future waste generation factors. This report will include input from the public

participation program.

Stage 2 - Development of Master Plan Options

The report from Stage 1 will be used as the basis for developing and evaluating options in Stage 2. The public participation process developed in Stage 1 will continue with modifications as required. The work suggested for Stage 2 is as follows:

a) Develop and assess options for possible changes in waste handling and disposal systems. The number of options to be analyzed should be approved by the steering committee with public input and should include, but not be limited to:

   i) retention of the present systems

   ii) modification of the present systems through either the co-ordination or consolidation of site use, both existing and future, for the study area

   iii) establishment of a regional waste management program, which includes waste reduction, reuse, recycling and recovery

b) evaluate and rank each of the options from an economic, financial, social, technical, land-use planning and environmental perspective.

The completion of Stage 2 should result in a report which evaluates and ranks the options available for waste management in the study area. This report should include input from the public participation program.

Stage 3 - Master Plan Formulation

After the selection of a waste management option or options by the steering committee, with public input, the consultant will be given responsibility for undertaking the following:

a) Examine in detail and report on, the implications of the selected options on the study area, including social, environmental,

economic, financial and administrative considerations.

b) Prepare, following a review of this draft report by area municipalities, the public and other interested groups, a master plan report on the preferred option for the study area. This will include recommendations on:

i) changes to present financial and administrative practices

ii) possible changes in legislative authority

iii) a detailed schedule for facility development including further studies and hearings

iv) recommendations for the financing of facility development and operation, and

v) use of existing facilities and sites operated by the area municipalities.

The report should be written in a format that will permit review and updating. A minimum updating period of 5 years is recommended. A procedure for continuing public input during periods between master plan updatings should be identified.

The conclusion of Stage 3 should result in a report which will recommend a system for waste management in the study area. The report should include input from the public participation program.

ISSUES RELATING TO WASTE MANAGEMENT PLANNING

Various issues relating to the preparation of waste management master plans have been recognized. These issues are presented for discussion, to assist the government, the municipalities and the public in developing master plans.

True Costs

A major problem encountered in dealing with a number of municipalities is

determining the true current and historical costs for waste collection and disposal. In particular, municipalities' costs may be grouped together with their other activities and this may make it difficult to extract the true cost for waste management activities to include all costs associated with collection and disposal operations. Reported costs may reflect only present operating costs and not costs associated with site engineering, environmental approvals, land acquisition, equipment acquisition and replacement, and site closeout. Better methods of cost reporting are therefore necessary for future planning.

Funding Levels

Current provincial assistance for waste management studies is limited to a maximum of 50% of the study costs for Stages 1, 2 and 3.

Grouping Municipalities

The grouping of municipalities within a geographical area into units for waste management purposes has numerous advantages. The operation of common facilities can result in reduced operating costs compared with those for the operation of smaller individual facilities. This is especially true for small landfill sites which may have difficulty meeting Ministry regulations at reasonable unit costs. This advantage is not limited to the operation of landfills but is equally appropriate for system components such as transfer stations, source separation, material separation, and energy from waste facilities. This could have the additional positive effect of reducing the total volume of raw refuse disposed at landfills.

It is clear, however, that this will not likely happen without some incentives. Some municipal jurisdictions have not shown much interest in joining together unless they are faced with an emergency situation. Those with existing established landfills do not see an advantage in joining with others for the purpose of developing an 'area' approach to waste management that may better serve the province's environmental goals.

Comments and suggestions on this subject are requested.

Status of an Established Master Plan

Plans by themselves do not achieve objectives. There must be a program and the authority to implement it. Assuming that the terms of reference have been followed in the preparation of the Waste Management Master Plan, it may be desirable to adopt the Plan, by council resolution, as a means of ensuring the implementation of individual elements. This will be effective in avoiding crisis situations and assisting in streamlining the hearings and approval process.

To achieve implementation, it may also be desirable to incorporate the Master Plan under the umbrella of the Official Plan. This could provide the necessary authority for implementation and appropriate zoning to ensure compatability within the study area.

CONCLUSIONS

A case for Waste Management Master Plans has been made in the Blueprint and in this Appendix. Area planning presently conducted by municipalities serves as a base on which to build a framework for the future. It is intended that concepts suggested will stimulate discussion.

In addressing these concepts, the reader is urged to provide in some detail responses to the following questions:

1. Should waste management master planning be voluntary or mandatory?

2. Should completed plans be required to be adopted (as with Official Plans for land use) by resolution of council?

3. Should Waste Management Master Plans become part of Official Plans?

4. Should Master Plans be made a pre-requisite for approval of landfills?

5. How should private waste management activities, both existing and future, be considered in the planning process and what level of control over such activities should the Master Plan exercise?

Schedule of Appendices

1. Waste Management Consultation Session Report
2. Waste Reduction, Reuse, Recycling and Recovery Report
3. Perpetual Care Program Report
4. Interim Guideline for the Interpretation of the Hazardous Waste Definition (Regulation 309)
5. Legislative Implications of the Blueprint for Waste Management
6. Proposed Revisions to Regulation 309
7. Proposed Revisions to Regulation 313
8. Proposed Generator Regulation
9. Terms of Reference for a Waste Management Master Plan
10. Solid Waste Management Cost Accounting Summary Report
11. Proposed Regulation Under the Environmental Assessment Act Regarding Private Waste Disposal Sites